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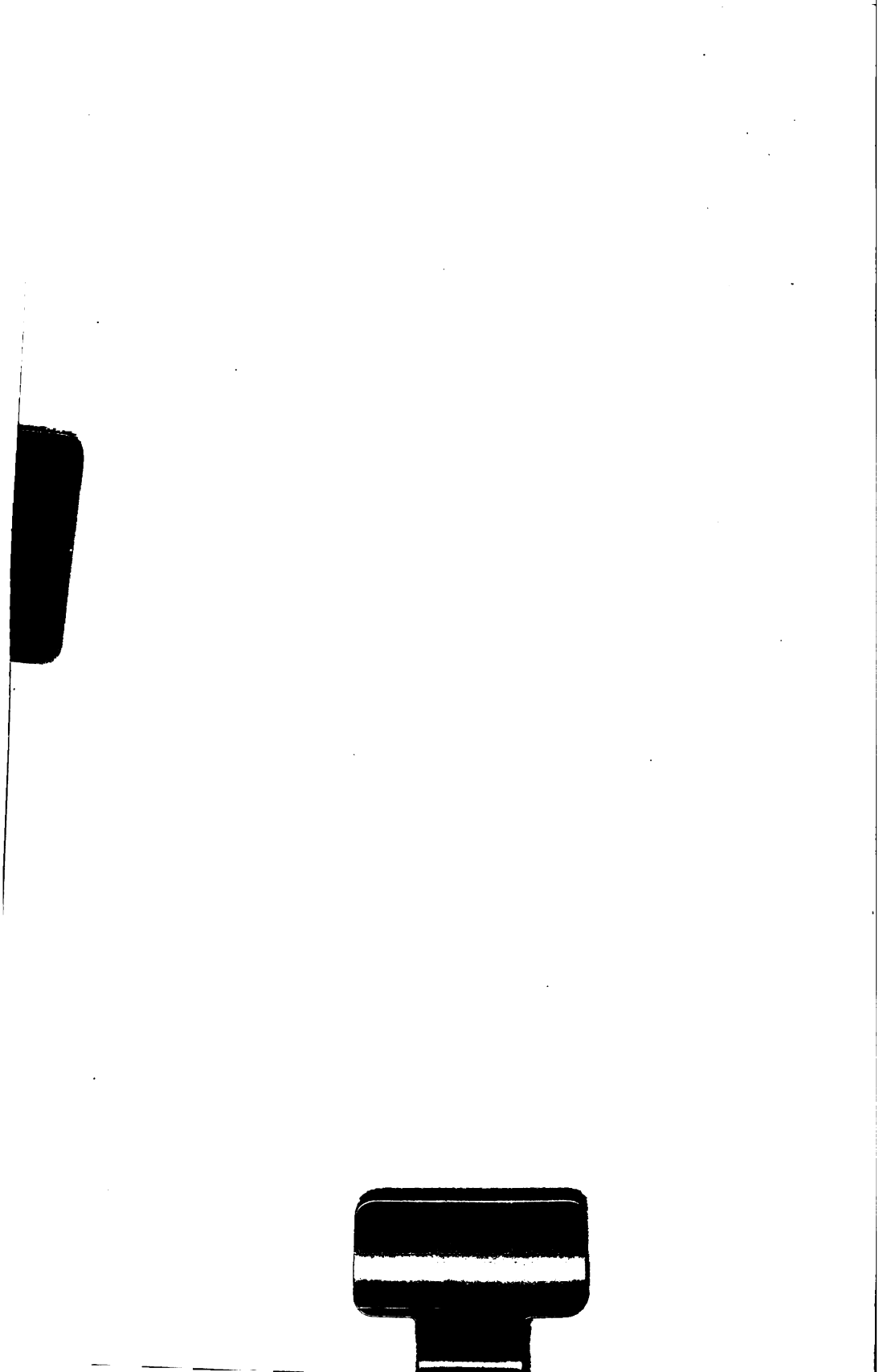
GOVERNOR'S MESSAGE

TO THE

GENERAL ASSEMBLY,

JANUARY SESSION

1899.



MESSAGE

OF

HIS EXCELLENCY

GEORGE E. LOUNSBURY,

GOVERNOR OF CONNECTICUT,

TO THE

GENERAL ASSEMBLY.

JANUARY SESSION, 1899.

HARTFORD, CONN.:
PRESS OF THE CASE, LOCKWOOD & BRAINARD COMPANY.
1899.

MESSAGE.

Gentlemen of the General Assembly :

The Constitution of this Commonwealth requires the Executive to give to the General Assembly, from time to time, information of the state of the government. But the state of the government is not told by the surplus in your treasury, by the deposits in your savings banks, by the number of inmates in your institutions, nor by any exhaustive array of statistics and figures. It takes in all these and then goes beyond, to the condition of all the people of this State, so far as that condition is affected by the legislation of the past, or should be affected by the legislation of the future. And so the Constitution enjoins recommendations for your consideration.

It provides, too, for recommendations for your reconsideration of measures. It, no doubt, is a sound provision that in your final action on any measure, there is no vote or voice but yours. For the time being, in all matters of legislation, you are the aggregated wisdom and power of the State. But the Constitution recognizes the fact, that there is no body of men, whose "sober second thought" may not be wiser than its first, and so it gives to the Executive the power to ask a General Assembly to reconsider its action. The

Constitution gives no power which does not sometimes becomes a duty. One may have due appreciation of, and profound respect for, those in whose hands supreme power in final action has been placed, and still hold the opinion, that an executive has no more right to sign a measure which he does not approve, than any member of a General Assembly has to vote for a bill which he thinks to be wrong or unwise.

FINANCE.

The Finances of the State are in a satisfactory condition, in that the receipts from ordinary sources are once more in excess of expenses. The receipts for the fiscal year ending Sept. 30, 1897, were $2,382,373.67, and for the year ending last September were $2,612,385.15. The expenses for the former year were $2,550,079.02, and for the latter year were $2,271,521.51. The cash in the treasury, at the close of the last fiscal year was $463,891.14, a gain over two years ago of $173,157.29.

This net gain is not large. It suggests no decrease or change in taxation, no increase in any line of expense, except so far as wise increase in one line is offset by wise retrenchment in another.

The last legislature appointed a committee, whose duty it should be to investigate the whole matter of State expense and to report to this General Assembly. Those of you who have been

members of past legislatures, and have investigated somewhat in this same line, know that if this committee has gone to the root of evils, it will report in favor of vigorous legislation which will result in large retrenchment. But this legislation depends upon you, perhaps not upon your honesty, but certainly upon your courage. For when this committee makes its report there will be at once a combination of selfish interests to render it of no effect. If you shall give to this report your careful consideration, and then in the courage of your convictions follow those conclusions which you deem to be sound and wise, you will save to the State for the next two years hundreds of thousands of dollars, and so be able to vote increased appropriations for objects that are worthy and urgent.

In voting appropriations it is well to bear in mind that object for which government was created. Society for its own protection ordained government, and then, of course, government must protect itself. Anything which tends to protect society and to strengthen government is in itself a legitimate object of appropriation. But the voting of money for any other purpose is extravagance and wrong. Fifteen thousand dollars spent in needless printing is extravagance, voted in gratuities as extra pay for services for which the statute fixes compensation, it is a wrong to the taxpayers, and a cruelty to every one of your charitable institutions. For there is not one of

these, which, in its pressing need, is not holding out its hand and asking you for more.

The funded debt of the State is $3,240,100. Of this indebtedness, bonds to the amount of a million and a half of dollars, and bearing interest at the rate of three and one-half per cent., are due January 1, 1903. This General Assembly should give to the payment of these bonds no consideration which will interfere with wise appropriations for other objects. A State debt is not a State blessing, but undue anxiety for its payment is always a curse. A man may worry over a debt, until, in its payment he starves himself, his wife, and his children, and still find no prosperity in the act. This matter should be left to, the next General Assembly which convenes two years before these bonds are due. A larger surplus in the treasury and a larger and more certain income from ordinary sources may show to be wisdom then what is not prudence now.

BANKS.

There are now in the State eighty-nine savings banks, with deposits to the amount of over one hundred and sixty-three millions of dollars, and with depositors that number three hundred and seventy-five thousand eight hundred and ten. But these last figures do not correctly give the numbers of individuals who have savings in the banks. They have been swollen by the frequent fact that one and the same person has deposits in several banks. The individu-

als who have made small deposits are much less in number than given statistics would seem to show. Within the last year there has been little or no increase in the savings of the poor, while men of comparative wealth have been using the savings banks as a convenient and profitable means of investment. The millions which have thus gone into the banks have made it more difficult still for these institutions to make safe and good-paying investments, and they have given to rich depositors an interest of four per cent. on the same money which they have been compelled to use in buying bonds whose net income is only a little over three per cent. Any legislation is to be commended which keeps clearly in view the purpose for which savings banks were created, and which, within constitutional limits, guards the small depositors both in their principal and in their interest.

STATE BANKS.

The State Banks have the same capital as a year ago, and there is an increase of $229,417.00 in their deposits. Their surplus and profit and loss accounts are less by $15,595.

TRUST COMPANIES.

With capital remaining the same, the Trust Companies have an increase in deposits of $485,161, and an increase in the surplus and profit and loss accounts of $49,744.00.

EDUCATION.

The education of the children of this State in the public schools for the last year cost nearly three millions of dollars. Of this amount a little over two millions was for running expenses, that is, for teachers' wages, fuel, and incidentals. The whole cost was equal to a tax of five and one-half mills on all the grand list of the State. This is a large amount in itself, and comparatively it is very large. It costs to educate each one of the enumerated children of the State fifty-five per cent. more than it cost for such child fifteen years ago. And yet general wages are no higher and living expenses are less. There is little complaint of this large cost, for men, as a rule, pay their school taxes cheerfully, but they are beginning to ask whether this vast outlay is so managed as to bring commensurate results to the children and to the State. This question cannot be decided in the discussion of an hour or in the investigation of a year. But the report of your Board of Education has a meaning which you will do well to consider. Connecticut has a school system admirable beyond that of almost any other State of the Union. You have a school board made up of men, able, earnest, and of whom you may well be proud. But year after year there is revealed the same sad significant fact, that there are thousands of children who do not go to school at all, and many, many thousands more who go so little that they are growing up into manhood and woman-

hood with an illiteracy which is a grief, if it is not a menace to the State.

I am recommending no backward step in the matter of the high schools of the State, but it is time for us to stop and consider whether we are not allowing their brilliancy to blind us to the fact that there are thousands of ignorant and neglected children whom the State, through lack of appropriated money, is not molding into good citizens. The compelling agents have done faithful work and have shown excellent results, but the field is far too large for their small number. This force should be enlarged so as to cover at proper intervals the entire State with its efficient work, and increased money should be voted for this purpose. The taxpayers support the schools and the State should see that these schools are filled.

An ordinary child of seven years is both mentally and physically strong enough to go to school, and the law of compulsory attendance should be changed so that the early age limit is seven years instead of eight. Even this gives too short a time for thorough education, and the school year in all the districts should be extended to forty weeks.

SCHOOL FUND.

The school fund amounts to two millions fourteen thousand six hundred and eighty dollars and sixty-seven cents. This is a gain of more than six thousand dollars over two years ago. Foreclosures of

mortgages have resulted in small losses and sales of bank stocks in larger apparent gains. The earnings of the fund for the last year, after deducting the whole expense of its management, were nearly one hundred and ten thousand dollars, or an income of about five and one-half per cent. This shows good management, especially when it is considered that the principal of the fund is year by year being placed on a stronger and surer foundation. The State has in this fund a pride which springs from historical associations, and is not measured by the amount of the revenue.

GOOD ROADS.

Of the one hundred thousand dollars annually appropriated by this State for the improvement of its highways, over ninety-nine thousand dollars were spent last year under the law. Forty-eight miles of road were thus improved. At this rate it will take more than fifty years to build up a general system of good roads throughout the State. Within the last half century enough has been wasted in the unwise building and repair of roads to construct a first-class highway between all the hamlets, the villages, and the cities of the State. If you can stop this vast waste, and then, to the money thus saved add State appropriations increased by one-third of what you can save by wise retrenchment in other lines of State expense, you can have an unbroken system of excellent roads in less than twenty years. State aid, wisely offered,

will excite local interest, and local interest once aroused becomes the strongest factor in solving the problem of good roads. To the road improvement of every town there should be offered a State supervision which gives to each town the benefit of the experience of all the towns, and which enlightens local authority rather than supersedes it.

The poorer towns of the State are already burdened in keeping open and making passable their many miles of highway. For improvement of roads in these towns the State should bear three-fourths of the expense instead of one-half. We can certainly afford to give to our poor towns a proportion of aid, which neighboring States give to rich and poor alike. The money spent on roads in these towns should be used, as far as possible, in giving work to their unemployed laborers. In this way the money goes from the rich State into the poor town, and after it has done its beneficent work, flows back into the State again over the highway which it has built. There is no real increase in burdens, and the less fortunate share in the general prosperity. The poor hill towns are rich in beautiful sites for summer homes, and good roads are the best ways for opening up these sites to the world.

STEAM RAILROADS.

The Railroad Commissioners report no material change in the condition of the steam railroads operating in the State. Of the fifty millions of passengers

transported over these roads, in the year, not one was killed, and only twelve were injured. This shows a fine condition of rail and roadbed, an excellent road equipment, and a high degree of care in the running of the trains. There has been a small decrease in the number of passengers and in the earnings of this part of the business, but this decrease has been more than offset by increase in freight and in the revenue derived therefrom.

These companies have a capital of over ninety-nine millions of dollars, and during the past years the dividends to their stockholders have been nearly five millions of dollars. Their taxes, paid to the State, were nine hundred and ten thousand one hundred and thirty-seven dollars and fifty cents, or more than one-third of its revenue from all sources. The State is to be congratulated on the prosperity of its steam railroads, and the companies themselves are to be congratulated for their excellent management, for a fortunate location of valuable franchise, and for the protection and support of a thrifty and appreciating people.

STREET RAILWAYS.

The thirty-one street railway companies of the State have capital stock to the amount of $10,451,040, a funded debt of $10,022,800, and floating indebtedness amounting to $758,828.04. They pay a tax to the State of $133,052.77.

There is a strong feeling that, on account of dam-

age done to the highways, these companies should pay their taxes to the towns in which their roads are located. But taxation should be on value, according to value, and because of value, and the companies should be compelled to make good in some other way, and year by year, all the damage caused by their roads to the highways of the towns.

AGRICULTURE.

During the last year the State has paid for the support of its various agricultural institutions about forty-seven thousand dollars. Of this sum, thirty-five hundred dollars have gone to the State Board of Agriculture, about twelve thousand and seven hundred dollars to the Experiment Stations, sixteen thousand and eight hundred dollars to Storrs Agricultural College, about seven thousand and five hundred dollars to the Cattle and Dairy Commissions, and about six thousand and four hundred dollars to the various agricultural societies and associations.

In your support of the agricultural institutions of the State there can be no well-grounded charge of class legislation. The productiveness of the farm is of universal beneficence, and lies at the foundation of the prosperity of all. Your agricultural college needs no defense for its existence. It was not needed to add dignity to the labor of the farm. It was rather, itself, the outgrowth of the inherent dignity and importance of agricultural work. Your experiment sta-

tions, in driving out deception and fraud from your markets, are answering a need which is universal and beyond dispute, and in shutting out adulterated food from the State and from your tables are a blessing to all people.

The opening up of the fertile fields and the rich pastures of the West to the growth of grain and the raising of herds, and the low cost of the transportation of freight, have compelled the farmers of Connecticut to plan their work on somewhat different lines from those that brought success a generation ago. In the laying down of these new lines the Experiment Stations are of great help to the farmers. The result of the experiment is made known to all, and the practical farmer works its truth into his own material prosperity, a part of which, in many ways, flows back into the coffers of the State. This is far better than deserted farms and a grand list growing sadly less.

DAIRY COMMISSION.

The Dairy Commissioner reports that in the main there has been successful work in preventing deception in the sale and use of imitation butter and of adulterated foods. But the profits of this deception are so large that it needs constant watching and the enforcement of stringent legislation. It is not altogether a matter of health. Oleomargarine may not be an unhealthy product, but the State is bound to protect, as far as possible, its farmers and its creameries

from fraud in the markets, and to insure to the citizen the pure food for which he bargains.

TUBERCULOSIS.

The last General Assembly passed new laws concerning diseases among domestic animals and repealed the tuberculin legislation of 1895. Experience has shown the wisdom of the change. The new law has worked to the satisfaction of all concerned. It has resulted in the subsiding of unnecessary alarm, in the increased product and consumption of milk, and in a saving expense to the State, as compared with two years ago, of over forty-four thousand dollars. There are over two hundred thousand cattle in the State, and of these only seventy-one have been killed by action of the commissioner, or less than six per cent. of the number thus killed two years ago. An animal that looks well and exercises all the functions of health is counted well. The tuberculin test has been discarded by the commissioner, and the test of common sense again takes the place of a scientific uncertainty. There is no need of any new legislation on this subject. The whole cost of the commission for the past year, including pay for the seventy-one animals killed, was only three thousand, three hundred and eighty dollars and forty-three cents.

STATE BOARD OF CHARITIES.

The members of the State Board of Charities report their usual visits to, and investigation of, the

various charitable and penal institutions which are supported in whole or in part by State appropriation. Their views and conclusions will be made known to you, in large degree, through proposed enactments which will embody the spirit of their recommendations. They commend the work of some of the institutions and criticise that of others. They credit the State with a generosity which, if it were always wisely directed, would bring better results. In this day there is no need of argument in favor of the support of charitable institutions by the State. The idea of protection and the sentiment of charity are so intertwined in the minds and the hearts of the people that they are not to be separated. The people freely give their money. They only demand of their legislators that it shall be honestly and wisely spent.

INDUSTRIAL SCHOOL.

There is unqualified praise of the management of the Industrial School for Girls. The Henry D. Smith, or Honor Home, has been completed, and it is now a part of the institution. It gives its inmates a higher womanly culture, and its incentive to good is felt through the whole school. There has been a wise change in the work given to the girls. They no longer learn a comparatively useless trade, because it is a source of a small revenue to the school, but they are instructed in vocations which will be of large value to them after their school days are over. The

visiting agent has a supervision of those girls who have been sent out into family homes, and he reports that nearly all of these are leading honest and useful lives. There are many girls guilty of some minor offense who are too old to be received into the Industrial School. Most of these would be saved if there were a Woman's Reformatory into which they could go, but, as it is, they are sent to jail and their ruin is complete.

MERIDEN SCHOOL.

There is much of criticism in the report of your State Board concerning the School for Boys at Meriden, and the trustees of that school report an anxious and unsettled year. For six months the school was without a head. The recent appointment of Charles M. Williams as Superintendent, and the good results that have followed from his brief administration, give promise of a better future. It is to be hoped that no radical legislation will be needed to place the school again on the high plane of success.

Since this school was founded it has received three hundred and forty-nine little boys under ten years of age, of whom many had never been guilty of any offense. They simply had no suitable home. There is a good home for every good boy, and it is the duty of the State to find it for him outside of a Reform School. Even since the county homes were established, many of these little boys have been sent to

Meriden. There is no excuse for this action, and it should not be permitted.

The better boys of the school are largely sent out into family homes, and the most of these homes are with relatives and friends. But no visiting agent has the supervision of these boys or looks into home surroundings, which, in some cases, are known to be low and debasing. This is not a faithful guardianship of the wards of the State. In some instances local authorities send a good boy to the Reform School, because they are too shiftless to find a home for him elsewhere. There ought to be a visiting agent, whose duty it should be — except in case of felony — to investigate the character and home conditions of every boy before the Reform School receives him.

MIDDLETOWN INSANE ASYLUM.

There is no change in the usual reports of excellent management in the State Hospital for the Insane at Middletown. The vacancy in the office of Superintendent, which was caused by the death of the lamented Dr. Olmstead, has been filled by the appointment of Dr. Charles W. Page, whose well-known ability and experience give promise of high success. The completion of the insane ward at the state prison has brought about the transfer of the insane convicts, and has thus removed a long-standing annoyance. But the asylum is still full to overflowing. It has accommodations for eighteen hundred inmates; but it

holds nineteen hundred now, while many are waiting for admission. There is no doubt that provision must be made at once for the enlargement of the old buildings at Middletown, or for the erection of new buildings there or elsewhere. The committee appointed by the last Legislature to investigate this subject will report to you in the early days of the session. In giving due consideration to expert evidence, which is sure to be conflicting, in ignoring claim of locality and jealousy of opposing schools, in legislating for the good of the many instead of gain for the few, and for the needs of a generation as well as for those of a year, you will reach a sound conclusion in this matter.

THE LAKEVILLE SCHOOL FOR IMBECILES.

The State Board of Charities report another year of satisfactory work in the school for Imbeciles at Lakeville. In view of the excellent results shown by this School the Board recommends that increased facilities be given it for remedial and educational work, and that a separate cottage department be established for the care of epileptics who may need a special form of treatment.

STATE PRISON.

The average number of the inmates of the State Prison, outside the insane ward, for the last year, was 482. This shows a large and steady increase for several years past. All the cells are full and thirty criminals in the jails are waiting for room in the prison. There

must be at once accommodations for a larger number of inmates at the State Prison, but the necessary and wise extent of this enlargement will depend on your decision concerning a State Reformatory.

The recent defalcation of the clerk of the prison is well known to you all, and its sad history needs no repeating here. It is hoped that the loss to the State will not be large. The warden has resigned, and those of you who have felt the impulses of natural affection will be slow to censure him.

Our penal and reformatory institutions are so closely allied in their purpose and in their work, that it will be wise, some time, to appoint one Board of Commissioners with large and well-defined powers to supervise them all. But the people have grown weary of Commissions that bring large expense and small improvement. The expense will be less and the work will be better when the State appoints one controlling Board and demands that in the management of its charitable, its penal, and its reformatory institutions, politics shall have no right or place.

REFORMATORY.

The last General Assembly repealed all previous legislation concerning a State Reformatory and appointed Commissioners to sell the site, to investigate the whole subject anew, and to report to this Legislature The site has not been sold and the report is a matter of the unknown future. The State faltered in this

work because she had tried to do too much. After the sad and expensive failure of two years ago it may be too early to bring up the matter now. But the experience of other States proves that a reformatory wisely located, planned on the right industrial lines, and caring for the right class of prisoners is of material benefit to the State and a means of reformation to a considerable part of its criminals.

As the population of the State increases there must be a gradual enlargement of the State Prison, the jails, and the Reform School, or you must establish some institution which will care for a portion of their inmates. Within the last ten years three hundred thousand dollars have been spent in the repair and enlargement of jails, a sum larger than would be required to build a first-class reformatory and one ample for all the needs of the State for a generation to come. Some of the inmates of the State Prison are not confirmed criminals, and they would not in any place abuse a chance for freedom. Some of the boys of the Reform School should be moved to a place of severer discipline, while many of the prisoners in the jails would find in the atmosphere of a reformatory an inspiration to a better life.

A reformatory large enough to do a fair amount of good work will cost a hundred thousand dollars. It is for you to decide whether this sum can now be spared from the ordinary sources of revenue. If you lay down these two lines, that there must be no

increase in the debt of the State and no increase in the burden of taxation, you can safely and wisely plan, within these lines, all the beneficent work that can reasonably be asked.

STATE BOARD OF HEALTH.

For the last two years the general health of the people of this State has been good, and that too in spite of many outbreaks of epidemics. These epidemics were prevented in all cases from becoming widespread by prompt report and strict isolation. The law of two years ago, lengthening the term of office of the local Boards of Health, has increased their experience, their influence, and their efficiency. Both State and local Boards are working harmoniously along the lines of compulsory report of contagious disease, of its isolation, and the removal of local nuisances. Under the statute they can do little more.

Closely connected with this subject of public health are the water supply and the sewage systems of the State. The last Legislature appointed a Committee to investigate these matters and their report to you will doubtless give much valuable information. Large business interests are involved in these matters, and though these interests should always be subordinate to the public health, no radical change should be made from impulse or upon light consideration. But all the sewage legislation of the future should be had in the light of the fact, that the rivers of Connecticut

should do the work for which they were created and that they should run unpolluted to the sea.

LABOR BUREAU.

The Labor Commissioner reports that the work of his Bureau for 1897 was largely in the line of ascertaining the wages, cost of living, and possible savings of the mechanics in the factories and of the clerks in the stores. In the last year there has been a collection of statistics to show the condition of the manufactures of the State, and especially of the cost of labor which goes into the production of textile goods as compared with its cost in other States where wages are lower and the work day is longer.

There are about thirty-five of these Labor Bureaus in as many different States of the Union. In the collection and report of actual facts and accurate figures they ought to do something in the wise directing of that unrest which was given to man to better his condition. They ought to be able to do something to lessen that social discontent which ruins rather than builds up.

INSPECTION OF FACTORIES.

The Inspector of Factories reports that during the last year he has visited 1,425 factories and 211 bakeshops, and that the number of employes in these places was 132,180. All the factory elevators in the State were examined and much dangerous machinery

was guarded, while in many places ventilation and sanitary conditions were made better.

The Inspector finds, in some of the factories, work rooms that are not well lighted, and he asks in this matter for legislation similar to that which prevails in other States.

FISHERIES AND GAME.

The Commissioners of Fish and Game report signal success in the propagation of shad. In the spring of 1895 they placed half a million of shad fry in a retaining pond whose outlet flows into the Farmington River. In the fall of that year they let out into the open water these little shad which then had grown to be from three to five inches long. Three years later, that in 1898, thousands and thousands of the finest adult shad were caught in the Farmington River for the first time in many years. One fingerling fish liberated into the running water where he must struggle for his existence is worth a hundred small fry let out in the same conditions.

In 1897 the Commissioners carried six millions of shad fry in the retaining ponds in the town of Lyme, and in the fall let them out into the Connecticut River. In 1898, they treated over nine millions in the same way, and they predict that in two or three years there will be a great abundance of shad in that river.

The Commissioners advise the State to construct a hatchery for trout and salmon in waters that are situ-

ated about a mile from Windsor Locks. They say that the site has all the conditions of success. They also advise the State to secure a retaining pond for shad in the Housatonic River, below Shelton, and predict that if this is done, that river will soon teem with shad, as it did fifty years ago.

You will do well to heed the suggestions of the Commissioners concerning game and the advantage which will come to the State from its preservation.

SHELL FISH.

The report of the Shell Fish Commissioners shows little change in the receipts, the expenses, and the work of their department. Owing to the failure of the oyster set the last year, any increased taxation now would be a hardship to the owners of the oyster grounds, and probably, in the end, a loss to the State.

RECORDS.

There is much uncertainty in regard to the condition and lawful custody of many of the records of the State, and of the records of its towns, its counties, and its courts. The State should inquire into this matter, and should see that the preservation of these records is made certain, and their accessibility secured, to those who have the right or the duty to use them.

BUILDING AND LOAN ASSOCIATIONS.

The Commissioner of Building and Loan Associations reports that during the last year there has been

a marked increase in the business done by these Associations and in the amount of their assets. He says that they evidently enjoy the confidence of the investing public, and that when their business is rightly conducted their success is not an experiment. He calls attention to several defects in existing laws, and recommends legislation which you will do well to consider.

NATIONAL GUARD.

The Adjutant-General reports that there is no change in the condition of the National Guard except that which has been brought about by the war with Spain. There are no recommendations to be made except those which have been suggested by that conflict.

Our present National Guard compares favorably with those of other States, but the war with Spain gave a lesson which all the States should heed.

As long as human nature remains what it is, war is inevitable. There is no enduring peace for a nation except that which is based on the ability to wage successful war. Even the undisturbed sessions of a Peace Congress are due to that silent or active force of arms which at all times upholds society. Since this government was established there has been a war for every generation, and into all of them we have been plunged unexpectedly and unprepared The slip-shod military policy of this nation in time of peace would have

brought disgrace to our name, had it not been that, with waste of treasure and needless cost of blood, the inborn manhood and valor of the American Citizen were disciplined into the endurance and courage of the successful soldier after the wars began. Whether we have entered upon a career of imperialism or not, whether "Westward the course of Empire" has taken its way to influence a nation, whose responsibility for good, first to its own people and then to the world, is equal to its power, one thing is certain, the United States will have a larger standing army. In all the States there will probably be National Guards, supported in whole or in part by the National Government, subject to its call and so highly disciplined as to be indeed a reserve force. Between the Nation and the State there should be a National Guard, made up of two lines of soldiers. The line nearer the Nation should be composed of men, who, from patriotism or love of a soldier's life or the inspiration of military ambition, enlist, not for ninety days, but for any war in which the Nation may be engaged and who, prevented by no domestic or business ties, are ready to follow wherever the flag may lead. This line of soldiers, enlisted, supported, officered, and disciplined by the National Government, should be, in the first stages of any war, a force almost as reliable as the veterans of the regular army.

The second line of the National Guard, and the one nearer the State, might be made up of men whose

business or domestic relations would not permit a long enlistment in actual war. Supported, officered, and disciplined by the State, they would be ample for the maintenance of peace in times of peace and of help to the Nation in time of war. But both lines should be imbued with the true military spirit. There should be little room for the exercise of political ambition. Least of all should there be in either of them the suggestion of a social club run at State or National expense.

The State of Connecticut will not be obliged to plan for the defense of its shores, for hereafter no sane man will lift his voice to oppose the building by the Nation of a Navy large enough and strong enough to defend all the waters that wash our coasts.

It is probable that before the rising of this General Assembly, the Congress of the United States will have passed some military bill which you in your legislation may wish to meet.

In the Soldiers' Home at Noroton Heights there are 490 inmates and accommodations are asked for a larger number. It is an admirably managed institution and it should have the generous support of the State.

PUTNAM MEMORIAL PARK.

The Israel Putnam Memorial Park Commissioners report that decided improvements have been made in the grounds of the Park, that a supply of pure water

has been procured, and that a granite monument has been erected in memory of the unknown dead buried there. More than thirty-five thousand persons visited the Park during the year. The Commissioners ask for an appropriation for the purpose of erecting a fire-proof building to hold the Revolutionary relics and to build a cottage for the keeper of the Park. These buildings are needed for security and convenience.

CONSTITUTIONAL AMENDMENT.

The Constitution of this State and the Constitution of the United States were largely framed along the lines of that Connecticut Constitution which was in existence a hundred years ago. In this State we have left undisturbed the prerogative of the town in the matter of representation. The Constitution of the United States gives to each State the same prerogative of representation in the Senate. The prerogative of the town in the one case is the same as the prerogative of the State in the other. But the United States provides for Congressional districts of equal population. The Senatorial districts of this State should be arranged on the same basis. I therefore recommend that the initiatory step be taken in the passage of a Constitutional amendment which shall provide for the division of the State into Senatorial districts of equal population.